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and construction of new houses, and of the rearrangement and adaptation of existing buildings for tenement purposes. The third part deals with the usage and misuse of dwellings, the question of overcrowding and of sanitary conveniences. To guard against controllable evils registration of tenement houses is advocated. Many of the worst conditions in our tenements can, however, only be remedied by the education of the individual.

As the title indicates, the author (who is a medical officer of health in London) has confined his attention to the influence of the dwelling upon health, but within this field has made a very valuable contribution to the literature of the housing problem. Dr. Sykes is familiar with the difficulties as well as the need of reform, and his complete knowledge of the subject has enabled him to detect the defects and to suggest thoroughly practical remedies. While written primarily with a view to conditions in London, the book will also prove of undoubted value to American readers.

ERNEST L. BOGART.

Oberlin College.

Transportation: Report of the U. S. Industrial Commission. Washington, D. C. : Government Printing Office, 1902.

The Report of the Industrial Commission upon Transportation includes two volumes of testimony, about 220 pages of final report and some three pages of recommendations. Exclusive of a special report upon railroad labor, which is treated by the Commission in another connection, the testimony includes some 1,873 pages, of approximately 1,000 words each, and about 464 pages of digests and reviews. This evidence, together with its digests, is probably equivalent in length to the contents of six thousand pages of text in this periodical. The range of this evidence is very wide, and its value is, of course, unequal. It considers not only railroad, but lake and ocean transportation as well, and also bears upon the telegraph and telephone business. For many years the evidence thus presented will be valuable to the student of transportation, and the excellent digests prepared by the Commission will prevent the testimony from becoming lost by its own massiveness.

A considerable amount of evidence was collected upon the subject of the capitalization, construction and consolidation of railways, and upon the general theme of freight rates and freight classification, and many witnesses were examined upon subjects related to the purposes and execution of the Interstate Commerce Law. Such evidence included a mass of material upon the subject of discriminations, both personal and local, as well as upon the practical workings of the long and short haul clause of the law. The subject of pools and traffic

associations and agreements was also exhaustively considered, and testimony upon the matter of grain rates, grain elevators and export and domestic rates on grain was obtained from many witnesses. Other subjects dealt with by the Commission were the government ownership of railways and telegraphs, railway labor, railway legislation and railway taxation, which were also subjects of special reports by experts, while lake and ocean transportation and the telegraph and telephone service were also brought within the scope of investigation. The list of witnesses examined was a long one, and included presidents and other officials of railways, members of the Interstate Commerce Commission and of state commissions, representatives of commercial bodies in various cities, representatives of agricultural and manufacturing interests, shippers of various commodities, representatives of the telegraph and telephone interests, and of the lake and ocean carriers, representatives of railroad labor, general students of transportation, etc. The extempore testimony of the witnesses was, in the main, valuable, and was in many cases supplemented by readings from written statements, prepared in advance. The examination of witnesses was conducted by the various members of the sub-commission on transportation, assisted originally by Professor Emory R. Johnson and subsequently by Professor William Z. Ripley. Special reports by experts appointed by the Commission were submitted by Mr. Roswell C. McCrea upon the Taxation of Transportation Corporations, by Dr. B. F. Meyer upon Railroad Legislation, and by Professor Samuel M. Lindsay upon Railroad Labor, the latter report being published, however, in a volume devoted not to transportation, but to labor (vol. xvii). A special review of these contributions by experts would be of interest, but cannot be comprised within the scope of the present statement.

The report of the Industrial Commission begins with a concise account of railway development in the United States; reviewing the extension of American railways and the decline in the rate of growth during the last decade, and giving statistics of the number of persons employed, the capital invested, the railway equipment, as well as the growth in the passenger and more especially in the freight traffic. The tendency towards a diversification of freight and a lessening reliance upon the transportation of single crops is pointed out, and an optimistic view is taken of recent earnings, gross and net, and of the reduced interest charges and increased dividend payments resulting from our present prosperity. The subject of the movement in passenger fares is somewhat inadequately treated, owing to the comparative absence of testimony upon this subject, but the decline in freight rates is clearly and lucidly set forth. The extremely low ton-mile receipts are

attributed to the long haul, to the great bulk of traffic carried and to its shifting from the higher to the lower classes. The decline in rates, which has been partly apparent and partly real, is shown, however, to have been quite unequal, and local rates have not shared in the benefit to the same extent as through or competitive rates.

From this general description the report proceeds to a consideration of the recent advance in railroad rates by means of changes in freight classification. The discussion of this subject by the Commission is scholarly and able, and appears to be based partially upon a similar, although perhaps more convincing argument by the Interstate Commerce Commission in its report for 1900. The Industrial, like the Interstate Commerce Commission, shows that the new classifications going into effect in 1900 virtually effected a material increase in rates, and it also points out that this change, by widening the difference between car-load and less than car-load rates, worked primarily to the disadvantage of the small shipper. The Industrial Commission also held that, although prices of material and labor had risen, the cost of hauling a single unit of traffic should have decreased with the increased volume of traffic, and that the increased net revenue per mile of line upon several lines tended to prove "that the advances in freight rates of 1900 were considerably in excess of the requirements for sustaining net earnings at a constant figure in the face of the enhanced price of materials and the higher level of wages." The Interstate Commerce Commission in its 1900 report had come to the similar conclusion, that whether or not the particular change in classification was justified, "it is evident that there is little in the claim that increased cost of operation justified these advances in rate" (page 18).

Under the heading of "Improvements in Equipment and Methods of Operation," the report interestingly describes the various factors contributing to an improved and cheapened service, and then proceeds to the discussion of the question as to how far the causes of present railroad prosperity may be considered as permanent. The present prosperity of the railroads is attributed to a general improvement in business (rather than to extraordinary crops), to actually higher freight rates, to harmonious, concerted action among the railroads, to their economical administration, to the great expenditures for repairs and maintenance, and to the increase in the business and population of the country as compared with the growth of new railway mileage. The principal factor likely to operate in the direction of a continuance of railroad prosperity is held to be the small likelihood of any new considerable railroad construction. This result is expected partly because of the increased caution of bankers and underwriting syndi-

cates, partly on account of the increased cost and difficulty of obtaining proper terminal facilities, to the increased necessity of obtaining an immense traffic in order to operate cheaply, and finally to the growth of the community-of-interest principle. No account is apparently taken in this discussion, however, of the considerable extension throughout the United States of inter-urban electric railways.

One of the most timely and important subjects treated by the Commission was that of railway consolidations. The report traces the history of such consolidations during three periods, extending from before 1855 to 1898 and during a fourth period from 1898 to 1900, during which latter period the "consolidations are intended expressly to obviate competition." The methods of consolidation are held to be fourfold, and to consist in actual purchase or ownership in fee, acquisition by lease, stockholding control and minority representation in directorates. Acquisition by lease, it is claimed, has the advantage of avoiding new issues of stock, and of evading much of the hostility of state legislatures towards consolidation by purchase, but control by holding of stock appears to be increasing in favor. By community of interest, or community of ownership, the Commission understands merely the "efficient representation by one railroad upon the directorate of another," and numerous instances are given of this new phase of policy. The genesis of the Northern Securities Company is described as an example, not of a community in interest, but of the more developed form of consolidation, the creation of a company for the actual ownership of railroad securities. "Whether the community-of-interest principle shall give way ultimately to such further development remains," according to the Commission, "for the future to decide."

The Industrial Commission held, as a result of its investigation of this subject, that the logical result of recent combinations of railroads would be to apportion the field among them so as to permit each system to be dominant within its own territory. Thus "community of interest is superseded by division of the field." The Commission seems to hold it possible that the consolidations will prevent discriminations in rates, but that the united roads may maintain or even advance rates, and at all events may make important rate readjustments by practically changing former terminal cities into intermediate stations. It also holds that such consolidations, effected in periods of industrial activity, are not without danger to certain classes of investors, and although consolidation usually signifies increased economy of operation, it is stated that the great railway amalgamations of recent years have been dictated rather by financial than by traffic considerations. As to the effect, if any, of railroad consolidation upon labor the Commission does not appear to be decided.

A considerable portion of the report of the Commission deals with the question of pooling. The history of pooling before 1887, and of various substitutes and disguises for pools since that date, is briefly given, and the effect of railroad consolidation upon pooling is treated at length. The Commission holds that, while railroad consolidation "may have been stimulated by the prohibition of pooling," it "does not profoundly affect the question as to the expediency of removing the prohibition at this late time." Pooling, if legalized, means stable as opposed to fluctuating rates, and permits competition in respect to service while eliminating the more disastrous forms of such competition. The Commission admits, however, that pools may have a tendency to raise rates, and it apparently takes the ground in the text of its final report, that while pools should be legalized, they should at the same time be made subject to governmental approval and supervision.

The chapters hitherto discussed in this review form but a part (about two-fifths in length) of the transportation report of the Commission. It will be necessary to limit the treatment of the remaining portions of the report and merely indicate and not describe their contents. An extremely able chapter deals with railroad rates and discrimination. This chapter is very comprehensive and cogent, and takes up most of the problems of rates discussed by the Commission. It cannot be said that the chapter contains much, if any, new material, but this can scarcely be expected in view of the thoroughness with which the Interstate Commerce Commission has presented the essential facts of the situation. The chapter on Freight Classification is also valuable, going into the questions of the structure of classification schedules, class and commodity rates, car-load rates, the economic basis of classification, etc., and showing in a clear manner the difficulties in the way of securing an absolute uniformity of classification throughout the United States, and the various conflicting local interests which oppose such uniformity. The chapter on Railroad Finance and Fiscal Regulation is weaker. It takes up somewhat extensively the capitalization per mile for the various territorial groups, the recent increase in capitalization, the varying relation between the volume of stocks as compared to bonds, the distribution of stocks between foreign and domestic holders, and among the latter, considered by themselves, and also discusses the question of stock-watering and the basis of capitalization. The discussion of this latter phase of railroad finance is comprehensive, but appears to lack grasp, and the same may be said of the treatment of the effect, if any, of high capitalization upon rates. Methods of promotion are briefly considered, and the subject of state supervision of capitalization is studied in the light of the Massachusetts Commission's experience.

Under the chapter heading "Position and Powers of the Interstate Commerce Commission," the Industrial Commission discusses the question of the present regulation, or lack of regulation, by the Federal Government of railways engaged in interstate commerce. This chapter is a well-reasoned and clearly-presented summary of the main arguments of the Interstate Commerce Commission, and shows the present powerlessness of that body. Present dilatory and ineffective methods of procedure are described and condemned, and the procedure contemplated by the Cullom bill, introduced in the last Congress, is advocated. The report narrates the history of the attempts of the Commission to compel the attendance of witnesses and its final success, and then discusses the Maximum Freight Rate decision and the complete nullification in that decision of the Supreme Court of the act to regulate commerce, at least as far as the previously exercised right of the Commission to fix rates is concerned. The nullification of the long and short haul clause of the same act is also shown, and the history of this clause and its operation is described and its general principles discussed. Upon the question of the powers to be given to the Interstate Commerce Commission, the Industrial Commission, in the text of its report, is at one with that body. The report closes with an interesting account of the Anthracite Coal problem, and a brief statement of the conditions of Lake Transportation.

The recommendations of the Commission amounted practically to an advocacy of a reform of the Law to Regulate Commerce (1887) on the lines of the Cullom bill of 1900, with the exception that the Industrial Commission dissented from the clause authorizing the Interstate Commerce Commission to prepare and enforce a uniform classification. The legislation recommended by the Industrial Commission would provide for more stringent regulations for publishing and filing tariffs, including a statement of all the conditions, charges, privileges or facilities of carriage, storage or delivery; further, for the imposition of money penalties for any deviation from published rates, such penalties to lie against the railroad corporations, the guilty employees and the shippers; further, for a more rigid enforcement of the long and short haul clause, exemption to be granted under certain conditions by the Interstate Commerce Commission. Such legislation would further contemplate a definite grant to the Interstate Commerce Commission of the power to pass upon the reasonableness of rates, "to declare given rates unreasonable, as at present, together with power to prescribe reasonable rates in substitution," such power, however, to be exercised never on the proper initiative of the Commission, "but only on formal complaint." The recommendations of the Commission, in the shape of proposed legislation, contemplate further

a reform in the method of procedure, "the purpose being to obviate intolerable delays." Hearings and decisions by the Commission must be more prompt, the time for appeal to the circuit court to be limited to thirty days, and such appeal to the court not to vacate or suspend an administrative order of the Commission, unless such order rests upon an error in law, or is unjust or unreasonable on its face, "in which case, and not otherwise, the court may suspend its operation during the pendency of proceedings in review." The certified findings of fact of the Commission are to be considered *prima facie* evidence, but new material evidence may be taken if it could not have been submitted in the first instance. An appeal to the Supreme Court must take place within thirty days, and will not vacate the order appealed from. The Industrial Commission also recommends a grant to the Interstate Commerce Commission of power over classification, "both as to items and grouping," but dissents from the proposition to compel the Interstate Commerce Commission to promulgate a uniform classification for the country, although recognizing the advantage of such uniformity. For the periodical examination of the accounts of railroad companies, both operating and financial, the legislation recommended by the Industrial Commission would prescribe the establishment of a permanent corps of expert auditors, such legislation would further provide for greater promptitude, if not greater exactness in making reports to the Interstate Commerce Commission, as well as for an increase in the number of commissioners from five to seven, by the inclusion of representatives of shippers and of the transportation interests. The prohibition of lower rates on goods imported than on domestic goods on the same route is also advocated, and the Commission recommends to the various States, legislation analogous to the anti-stock-watering statutes of the State of Massachusetts. Fourteen members of the Commission signed the report of recommendations unconditionally, one member dissenting from the proposition to fine the receiver of a discriminating rate, while another member made reservation as to the manner of inspection of accounts.

But for one fault, the report of the Industrial Commission upon Transportation would be of great value. That fault is the omission in the recommendations of a distinct advocacy of pooling, under suitable restrictions and with proper safeguards. The entire treatment of this subject by the Commission is an argument for pooling under such suitable restrictions and limitations, and every member of the Commission, without a single exception, signed the report. When it came to recommendations of pooling, however, which was in entire consonance with the arguments advanced, this part was stricken out and the subject completely ignored by the Commission, again

without a dissenting voice. Every single member of the Commission argued for pooling (under certain restrictions) and every member of the Commission failed to recommend it, or failed to dissent from a report ignoring it. Until some explanation of this apparent discrepancy has been offered, the value of any recommendation upon this subject of Transportation by the Industrial Commission must be largely impaired.

WALTER E. WEYL.

Washington, D. C.

Un Siècle. Mouvement du Monde de 1800 à 1900. Publié par les soins d'un comité sous la présidence de MONSEIGNEUR PÉCHENARD. Pp. xxvi, 914. Paris: H. Oudin, 1901.

Among the numerous volumes which have recently been published, giving an account of the achievements of the century just terminated, an interesting compendium has been prepared by a group of over thirty eminent French Catholic scholars, under the supervision of the rector of the Catholic University of Paris. It would be difficult to discover an important aspect of the past century which does not find treatment in the nine hundred pages of this large volume. The "preamble" is from the pen of the Viscount de Vogué, and the "conclusion" is written by the Archbishop of Paris. Indeed, the philosophic depth and breadth of the preamble and the conclusion make these parts of the volume perhaps the most valuable of its contents. The preamble, judicious and admirably written, points out as the characteristics of the nineteenth century, "the prodigious advance of scientific knowledge, in its application to the subjugation of natural forces, to the unification of the globe, and to the transformations of social life." "In the last analysis, the great deeds of our period and all those which they will engender, had their origin in the cabinet of the savant, the laboratory of the naturalist, and the explorations of the geographer."

Whether all this progress has added to the happiness of mankind, M. de Vogué declares is an insoluble problem. If instruction has undoubtedly spread, it is nevertheless extremely doubtful whether we are more moral than our ancestors of a century ago. The end of the nineteenth century offers, along many lines, a strange contrast to the end of its predecessor. The French citizen of 1789 had dreamed of the fusion of the whole human species in liberty, fraternity and concord—a universal republic in which emancipated citizens, governed by reason alone, should know neither masters nor frontiers. To-day, the spirit of nationality is the distinctive mark of history, uniting the various elements of the nations into a whole, but separating the